

**CITY OF MILWAUKIE  
CITY COUNCIL WORK SESSION  
JUNE 2, 1998**

The work session came to order at 5:00 p.m. in the second floor conference room at Milwaukie City Hall.

Present were Mayor Tomei and Councilors Kappa, King, Lancaster, and Marshall.

Staff present: City Manager Bartlett; Assistant City Manager Richards; and Senior Planner Heiser.

**Information Sharing**

1. The group discussed the recent school shooting incident at Thurston High School in Springfield and how the City and School District could proactively address this type of situation.
2. **Councilor Lancaster** noted an *Oregonian* -- *South Metro* article regarding developers avoiding the Regional Plan at Top 'O Scott.
3. **Councilor Lancaster** had information on light rail and its effectiveness in this country and abroad.
4. **Councilor Lancaster** discussed setting up Council voice mail boxes.
5. **Councilor Lancaster** had read Bartlett's internal newsletter, *Manager's Musings*, which recognized employees' hard work. He felt this type of information should be shared with the public, and the group discussed highlighting these activities in the new Council newsletter.
6. The group discussed Festival Daze events, dedication of the Sara Hite Memorial Rose Garden, and ribbon cutting for the Waterfront Multi-Use Path.
7. The group agreed to begin the June 30 South/North Light Rail public hearing at 6:00 p.m.
8. **Councilor Marshall** proposed that Council invite light rail opposition leaders to its June 10 work session. He was looking to build consensus and felt some people could be turned around if they understood the true nature of the process. The group discussed possible attendees.
9. **Councilor Kappa** felt there were some regional water issues that needed to be discussed during a work session.

## **McLoughlin Boulevard Improvements**

**Dan Layden**, ODOT, and **Tom Kloster**, Metro, presented an update.

**Layden** said ODOT was asked to look at alternatives to provide a better downtown and waterfront connection and an improved streetscape to increase businesses activity. The community had several suggestions to improve access and environment: (1) depressing the roadway with bridges or a lid to create a tunnel; (2) realigning the road to the east to add more waterfront development area; and (3) creating a boulevard with sidewalks, street trees, and lighting.

The depressed roadway option was very expensive, about \$30 million. Other issues were long periods of construction and negative impacts to McLoughlin Blvd. businesses. For these reasons, that option, although it would be very attractive, was eliminated.

The realignment option would provide development alternatives to the riverfront. Right-of-way acquisition and traffic impacts to the heart of the Regional Center were perceived as issues. It would also be difficult to keep all of the streets open. For these reasons and the expense, the realignment option was dropped.

The boulevard treatment with wider sidewalks, street trees, and lighting was the remaining option. The Governor decreed that ODOT would not work on development projects not currently in the six-year construction program. For this reason, the McLoughlin Blvd. project is still in its preliminary stages.

**Councilor Kappa** was concerned the preponderance of takings on the west side of McLoughlin Boulevard would impact riverfront development. He felt the jughandle was an interesting project, but it detracted from Milwaukie's waterfront and made development difficult. He considered this a construction project rather than a development project and had some concerns about funding.

**Layden** clarified the three phases of a project: design, development, and construction. The Governor directed that ODOT only work on designed construction projects. The boulevard would be intended to soften traffic impacts to the City of Milwaukie. ODOT is looking to a project that would have less of an impact than the jughandle. The other issue is parking on the west side of the street.

**Councilor King** asked if slowing traffic with a boulevard design would create more of a bottleneck.

**Layden** said the preliminary traffic analysis indicates the Harrison signal meters traffic. If ODOT were to improve that intersection, then more issues would probably result.

**Mayor Tomei** asked if ODOT had plans to improve the left turn at the jughandle. **Layden** said there were no plans. **Mayor Tomei** thought drivers should be encouraged to use the Tacoma overpass. **Layden** said this might be a way to control regional Sellwood Bridge traffic on 17<sup>th</sup> Avenue.

**Councilor Kappa** expressed concern with disabled persons having time to cross the street. **Layden** said this can be dealt with by signalization.

**Councilor Kappa** asked how wide the sidewalks could be. **Layden** said that would depend on right-of-way acquisition.

**Councilor Kappa** was interested in the feasibility of a pedestrian safety island. **Layden** said a median could provide refuge and limit some of the left turn activity that currently causes traffic problems.

**Councilor Kappa** asked Layden to discuss treescaping. **Layden** said ODOT committed to a treescaping plan to mitigate those trees removed by maintenance staff about a year ago. The issue is funding, but he felt the project would be started within six to twelve months.

**Councilor King** commented that this alignment was very important to Milwaukie's waterfront development. **Layden** responded the design work will be done in conjunction with the Riverfront and Regional Center Master Plan Committees.

**Tom Kloster**, Metro Transportation, discussed the Regional Transportation Plan (RTP) and project funding. Metro is interested in planning McLoughlin Boulevard so it responds to growth and is complementary to the existing community. The problem is moving traffic through a Regional Center and still making it a good place to be and positive for business development.

In centers and corridors, planning focuses on upgrades to the system, particularly in the areas of transit, pedestrian and bicycle travel, and basic street design. It also looks to balancing capacity needs on major streets while implementing traffic calming methods. In Milwaukie's case, most of the traffic is going through the City. What Metro has done in its plan is to change the motor vehicle classification on 99E south of the Hwy 224 interchange to major arterial in order to encourage people to get to Milwaukie and not drive through to Canby. Those who are not stopping in Milwaukie would be encouraged to go around the City by using streets that are designed for longer distances.

There are many reasons for multi-modal design and planning for walking, biking, and transit. In an area like Milwaukie that has a mix of commercial and residential, the mode share is good. In the lowest income bracket with mixed use and transit, the walk, bike, and transit share was over 50% for all trips. The mode share dropped to 10% in areas that did not have a mixed use and transit. This type of pattern can be expected in areas like Milwaukie, downtown Portland, and Hillsboro. Auto ownership drops for people who live in those areas also. This tells the transportation planners that the system can be manipulated, and people can be counted on to use transit.

Street design concepts are ways to zone streets, and ODOT has worked with Milwaukie on methods to deal with its traffic. Metro is looking at a way to design streets so that 2040 land use planning will not be undermined. There are four basic design concepts: throughway (Hwy. 224); boulevard (McLoughlin Blvd. in Milwaukie); streets classification (McLoughlin Blvd. south of River Road to Gladstone with all modes on an equal basis); and roads to move freight (industrial areas).

The idea is to gear the street design itself to emphasize various modes of travel. He showed the group a map of the Gresham Regional Center and how street design was linked to land use.

The boulevard design classification being presented to the City Council is not intended to add volume. The street can still carry a lot of traffic while encouraging transit, walking, and biking with an emphasis on pedestrian crossing points. Metro staff will look at what creates a bottleneck in the area. A boulevard design reflects the 1940's with activity concentrated in one area.

**Councilor Kappa** asked what would be done to mitigate traffic confined within a small area. **Kloster** said it is more dangerous for pedestrians when traffic is flowing freely and moving faster. Traffic lanes, for example, could be narrowed. Metro would like to see traffic going around Milwaukie and not using McLoughlin Blvd. as the freeway for southbound traffic.

**Kloster** discussed wide sidewalks. If funding is secured, he urged the City to be bold and make this a demonstration project.

**Councilor Kappa** said treescaping was not reflected in a twelve-foot sidewalk. **Kloster** clarified that the minimum project Metro would like to see was both sides of the street in a span that incorporates the riverfront and downtown.

**Kloster** discussed parking and felt there was enough room on McLoughlin Blvd. for sidewalks, four traffic lanes, and a boulevard. From a planner's point of view, McLoughlin Blvd. is a productive transit area. He urged the City Council to think big because this design would not cost a lot in comparison to the \$20 million spent on Tacoma. He recommended focusing on a short section and really making an impact while dealing with local and through traffic. The downtown Milwaukie segment of McLoughlin Blvd. would probably cost \$2 – \$3 million.

**Councilor Kappa** suggested a berm on the west side to reduce noise and soften traffic impacts. **Kloster** suggested looking at a dual path with one adjacent to the street and the other meandering near the river. The City can look at these concepts based on the amount of right-of-way it wants to acquire. He encouraged the City Council to go after the project and get something funded.

**Kloster** reviewed public transportation priorities from last summer's 2040 survey. It showed what people would spend their money on: light rail 24%; freeways 22%; buses 19% side streets 13%; bikeways 10%; sidewalks 8%; and other 4%.

**Kloster** distributed a handbook "*Creating Livable Streets*" which explained why the policies were adopted and gave the public an opportunity to comment and argue in support of a particular plan. Cities need partners at the regional and county level to follow through on creative ideas. He discussed design projects and how points would be awarded based on the principles identified in the handbook. If Milwaukie wanted to change its designation from Regional to Town Center, a few points would be lost. Pragmatically, there are a greater number of Town Centers, so the funds are more limited.

**Bartlett** asked if the City of Milwaukie would get additional points for releasing \$1 million from the last round of funding for the McLoughlin Blvd. project.

**Kloster** suggested discussing that option with Andy Cotugno.

**Council directed staff to pursue the boulevard project and funding.**

**Bartlett** said this would fit with Council's direction to prepare the Riverfront Request for Qualifications (RFQ) and added it was important to look at both sides of McLoughlin Blvd.

### **Street Utility Fee**

**Brink** said this utility fee was being proposed as an alternative for generating street improvement funds. Staff worked with Financial Consulting Solutions Group, Inc. (FCSG) to develop the proposal. The cities of Wilsonville and Tualatin have already implemented street fee systems. Currently, the street fund

gets about \$900,000 from state gas taxes and vehicle registration fees. This amount goes down each year because the number of streets in the state inventory grows while the City's is stagnant. The street fund can allocate \$100,000 to \$150,000 every two years for rehabilitation projects and \$200,000 annually for street lighting. There is a funding shortfall.

The City Council recently approved the Street System Development Charge (SDC), but it has not generated much revenue. The proposed funds would be used for overlay projects and possibly Neighborhood Traffic Management Program (NTMP) sidewalk projects. **Brink** reviewed the methodology used to design the fee structure based on a property's use.

Implementation would include public involvement and a review and recommendation by both the Traffic Safety and Transportation Board (TSTB) and Citizens Utility Advisory Board (CUAB). Based on completing this process, the City Council would be asked to consider and adopt the fee in about six months.

**Councilor Kappa** noted Wilsonville's single-family residence fee was \$4.48 and asked if this was a monthly billing. **Bartlett** said this is the monthly fee, so, if Milwaukie were to adopt a similar fee, customers would see about a \$10 increase per billing cycle.

**Councilor Kappa** supported the proposal in order to fund street repairs, and he agreed TSTB and CUAB should review the proposed fee. He felt consensus should be reached with the Neighborhood District Associations (NDA).

**Councilor Marshall** recommended including the Budget Committee and agreed staff should move forward. **Bartlett** said the Budget Committee originally suggested investigating a utility fee.

**Councilor King** had some concerns that this fee might jeopardize community support for future bond measures. **Brink** said there are three streets in the Capital Improvement Plan (CIP) that will cost in excess of \$4 million. This fee may support the City's going for a General Obligation (GO) Bond.

**Bartlett** talked about the City's taking responsibility for maintaining street trees in the right-of-way and asked if that element should be added to the study.

**Councilor Marshall** felt the fees should be separate, and uses of the fees should be itemized on the customer's utility bill.

**Councilor Kappa** suggested a fee for heavy trucks using Milwaukie streets.

**Councilor King** said there were huge potholes in the post office parking lot and asked if the City would repair those since it was a City street. **Brink** said the street crew would look at the situation immediately.

### **June 10 City Council Light Rail Work Session**

**Councilor Marshall** said he would willing take the lead, but he was concerned that there would not be enough time. He suggested breaking it into two sessions.

**Councilor King** preferred hearing everyone's views at one session.

**Councilor Lancaster** said, rather than limiting the group to those identified, he recommended a group of community leaders who have been involved in light rail and other ongoing issues.

**Councilor King** wanted to add Ken Roberts and Donald Hammang.

**Councilor Marshall** said this was a meeting in which City Council could develop consensus. People may or may not be converted, and others will go away angry.

**Bartlett** suggested giving Tri-Met day passes to the people attending.

**Councilor Lancaster** agreed the intent was to reach consensus within a problem-solving framework.

**Councilor Marshall** felt the City Council should make it clear that it had been lied to and that "no-build" was not an option. People need to go beyond the stance of non-participation. He wanted to engage these people and discuss how to mitigate the train coming to and through the town. As community leaders, the Council needs to take the high road.

**Mayor Tomei** said the new Council campaigned on identifying a common ground and looking for consensus.

**Councilor Lancaster** said a person who was militantly against light rail but who, through education, has changed his stance would be helpful at this meeting.

The group discussed possible attendees.

**Councilor Kappa** agreed, but he was concerned about managing a large group. He felt the danger was that some would leave the work session saying it was another set up, and the Council was not listening. There needs to be a dialogue with the whole Council.

### **SB 122 Citizen Committee Appointments**

**Mayor Tomei** recommended appointing Anne Nickel, Jean Schreiber, and George Van Bergen.

**Councilor Kappa** recommended Boundary Commission Chair Ray Bartel.

The group discussed the potential appointees' backgrounds including residency. **Bartlett** thought City residents would be preferred.

**Mayor Tomei** felt this would be a step toward healing and including everyone. She suggested appointing Bartel as an alternate.

### **OLCC Application**

**Bartlett** asked the City Council to consider waiving its rules to consider an OLCC application for a new outlet, Super Play on Oak Street.

### **Board and Commission Appointments**

**Councilor Marshall** said there were two vacancies on the Planning Commission and recommended appointing Tracy Cook.

The work session ended at 6:45 p.m.

---

Pat DuVal, Recorder